RESEARCH PROPOSAL

A COMPARATIVE STUDY OF THE IMPACT OF ANTYODAYA PROGRAMME AND MGNREGA ON POVERTY ALLEVIATION AND RURAL DEVELOPMENT IN RAJASTHAN

For Registration to the Degree of Doctor of Philosophy

IN THE FACULTY OF SOCIAL SCIENCES

IIS (Deemed to be University)

Submitted by

Mumal Rajvi
(ICG/2018/26399)

Under the supervision of

Dr Arti Sharma
Sr. Asst. Professor

Department of Sociology

June, 2019

Chapter 1

INTRODUCTION

As per various surveys and studies conducted by national and international level organizations, a large portion of the Indian population is still living below the poverty line. Rural poverty has been a major concern for various governments and policy makers. Over several years of planned development, and numerous poverty alleviation and rural development programmes, the Antyodaya Programme that was introduced in the year 1977 turned out to be one of the most impactful in dealing with the problem. Before the introduction of Antyodaya, no single comprehensive scheme was initiated to tackle the problem of poverty on a man to man basis. Planned growth had generally worked on the strategy of trickle down effect for helping the poor. The process had a general impact difficult to quantify, it was very slow in showing results and its effect definitely lopsided despite many correctives applied from time to time. It was believed by the then Chief Minister of Rajasthan who introduced the Antyodaya Programme that to generate confidence among the poor, poverty should be tackled on a family to family basis as the past experience had shown that the poorer sections had become skeptical of the general promises of raising living standards by citing massive plan investments or introduction of general schemes. In this programme the poor were not considered as an abstract group but as identified individuals who were to be consulted and given development benefits according to their needs. The Antyodaya programme launched in Rajasthan was a great success. Its novel features of participationof communities in the identification of beneficiaries, focus on the poorest of the poor and flexibility of the assistance package fired the imagination of the development planners. Even the conservative journal *Economist*, London termed it 'a frontal attack on poverty'. Due to popular response and a favourable report of the programme evaluation of the Planning Commission, the Central government incorporated basic features of Antyodaya into Integrated Rural Development Programme (IRDP).

The Mahatama Gandhi National Rural Employment Guarantee Scheme (MGNREGA) aims to enhance livelihood security in rural areas by providing at least 100 days of wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. It is a huge scheme under which, as per the 'MGNREGA Sameeksha' published in 2012, Rs. 1,10,000 Crore were spent to pay wages to 1,200 Crore people.

The above stated two schemes differ in their approach, expenditure, and scope but share a common objective that is poverty alleviation and rural development. A comprehensive study of the two schemes will be helpful in understanding the strengths and weaknesses of the two different approaches thereby resulting in a better understanding of the continuing problem of poverty in India.

Relevance of the study

With poverty especially rural poverty being a matter of prime concern for the governments and the huge financial allotments to various poverty alleviation programmes, the Antyodaya programme with its different approach from bottom upwards assumes significance. The process of selection of beneficiaries by the villagers themselves and the impact of this approach made Antyodaya programme different from other contemporary programmes. With the growing Indian economy, huge allocation of resources to various poverty alleviation schemes are being made. A study of the Antyodaya programme that was first introduced in Rajasthan in 1977 and later on in other states namely Himachal Pradesh, Karnataka, Madhya Pradesh, Orissa and Bihar might give us insights and help draw valuable conclusions about a different approach to the problem of poverty and programmes for its alleviation in India. After Antyodaya , several other programmes were introduced by governments both at the Central and the state levels. MGNREGA is hailed by some as one of the most ambitious social security programme in the world. Renowned economists like Jagdish Bhagwati and Arvind Pangariya have described MGNREGA as 'an inefficient instrument of shifting income to the poor'. The general notion is that it takes 5 rupees to transfer 1 rupee to MGNREGA worker. The rampant corruption in this massive scheme has attracted more attention than its impact on rural poverty.

Comparing Antyodaya programme and MGNREGA would give insights into the different approaches to the common goal of poverty alleviation resulting in valuable conclusions that may prove useful in India's fight against poverty and its mission of rural development.

Chapter 2

REVIEW OF LITERATURE

1. Rajakumar(2017), in his study of India's rural sector states that the fact that poverty alleviation was a driving objective of government policies in the post independence period is widely known and acclaimed; the progress achieved has also been commendable. Rural poverty ratio to urban poverty ratio has gone up implying that urban poverty is falling faster than rural poverty. And also, percentage of rural poor in the country's total poor remain steadier, particularly during the period marked by a stupendous growth. Reduction in urban poverty is faster than that of rural poverty and rural poor continue to account for about 81% of the poor of the country. This is not to undermine the strides made in alleviating poverty in the country; rather this indicates failings in reducing rural poverty compared to success achieved in combating urban poverty.

2. Mohapatra and Mathew (2017), conclude on the basis of their study that, a historical overview of rural development priorities show that rural development policies , at least since the 1980s, have focuses squarely on mitigating the effects of poverty through social protection and livelihoods promotion without adequately addressing the conditions that make rural areas particularly vulnerable to market failure. Deficiencies in programme design and implementation, poor systems of transparency and accountability, targeting inefficiency and leakages, which further contribute to the inability of government spending to achieve intended outcomes.

3. Raghuram (2017) in his study on issues in Rural Infrastructure development states that the Central Govt's spending on rural infrastructure during 2000-12 was over 3 lakh crore , of which rural roads had the highest share at 28.9%. the role of rural infrastructure is critical as India's rural economy transitions from an agriculture-led to a non-farm economy. Indeed, government spending on infrastructure has a more significant and lasting impact on poverty reduction than government outlay on fuel, food and other subsidies. He also states that infrastructure also needs to be viewed in a holistic sense, keeping in view the underlying need of the beneficiaries and scope of coordination across stake holders including govt. departments.

4. Mathew (2017), concludes on the basis of his study of rural enterprises in India that, unlike in many of the industrially advanced economies, India does not have an effective monitoring system for the unorganized sector, though the contribution of unorganized manufacturing and services to the GDP is significantly high. On the credit front, the usage of innovative approaches, such as life cycle and value chain approach, necessitates such monitoring both at the macro and firm level. Changes

towards public-private initiatives require as its sine qua non strong economic governance system. And that despite laudable achievements relating to Panchayati Raj, the country is yet to move towards local economic governance.

5. Varghese(2016),in her study observed that 48% respondents said that there had been a definite improvement in the status of villages because of the poverty alleviation programmes as the villages have been provided with various facilities , this has resulted in the changing the status of the village, basic amenities have increased and the villages have developed, 86% confirmed that there has been improvement in health because of these programmes. 65.2% reported an improvement in transportation facilities. But 66% have denied increase of employment opportunities. There is in general a disinterested attitude of the representatives of the Gram Panchayat. It was also observed that rural people are not curious towards poverty alleviation programme because of the inactive role of Gram Panchayat.

6.Kaur(2016), states that an analysis of government expenditure and revenue of Rajasthan for 1970-71 to 2013-14 shows that both expenditure and revenue of Rajasthan moved in tandem with microeconomic scenario of the country, it was also found that capital expenditure on economic services has been on the decline while social service has been on the rise. It is indicative of the fact that the state government's capacity to generate income from productive activities would fall in the long run. It was also observed by the author that expenditure on revenue accounts has substantially increased over the years, particularly after the implementation of the V pay commission in the state.

7. Anand (2014), has concluded in his study that all the wage employment programmes in India from the past 4 decades have not proven highly successful largely due to their inability to provide sufficient employment as per the demand, at the minimum wages, within the periphery of the villages. He also observed that poor quality assets are created due to lack of proper identification and planning of work. Participation of local villagers in Gram Sabha is very low, due to which the local needs are not properly identified. Lack of account for the quality and sustainability of assets was seen. The author also observed that interstate variation in MGNREGP data shows that the average spending is higher in smaller and poorer sates and lower in economically richer states.

8. Chilumula (2014), talks about how the low attendance in Gram Sabha meetings suggests limited participation of the respondents in the local political sphere. Therefore, as 2 of the goals of the MNNREGS are to empower the people by implementing a rights based Act and through grassroots democracy, this finding

further suggests a need for the MGNREGS in the study area to encourage political participation in matters that concern the livelihoods of the local people. According to the author, a challenge faced by the respondents in the implementation of the MGNREGS was a general lack of awareness about the Act. Being unaware of their rights people are denied the possibility of being included in and taking advantage of the rights that are beneficial to them- to benefit from rights, people must first and foremost be aware of these rights.

9. Kabra (2014), states that based on loans taken from micro finance institutions (MFI), the income of people increased up to 40%. The researcher has concluded that MFI's are really helpful in poverty alleviation and people's saving rate has also increased ranging between 10 to 40% and people use these savings especially to meet the expenses for education, food security, medical and other emergencies.

10. Kali(2014), concludes on the basis of his research that villages nearer to administrative centre, educational institutes are progressive in terms of social development. Literacy level, general awareness of people about education, women development in terms of maternal and child mortality defines measures of social development. Locational advantages play a major role in defining social development. Villages positioned in the inter-district boundary also have high infrastructure development for catering the need of man and material. Village's nearness to district capital exhibits high levels of social development.

11.Ratnam (2014) in her book opined that some of the important defects noticed by the researcher's field study is regard to the Training of Rural Youth for Self Employment (TRYSEM) were as follows: The first aspect is the defective selection procedure of beneficiaries. In fact there is no thorough study of the aptitude of the candidates at the time of selection. The second element is the lack of involvement on the part of trainees or inadequate motivation to install confidence in them. Thirdly, the beneficiaries ignorance of the economic factor. The youths selected under the scheme do not study the economic viability of the projects they choose. Generally they select trades which have no economic viability. Fourthly, the infrastructural facilities for training are not upto the mark. Fifthly, there is a lack of coordination amongst the district industries centers, banks and training institutions in carrying out various programmes of rural development which need an integrated effort of all agencies concerned.

12. Liu And Barrett (2013), concluded in their study that the self-targeting design of the MGNREGS leads to greater rates of self-selection into the programme by poorer and disadvantaged (SC/ST) households, as reflected in statistically significant negative associations between MGNREGS job-seeking and household per capita

expenditures nationally and in virtually every state. At least five states performance is truly exemplary, clearly signaling that the MGNREGS can be effectively deployed to attract, employ and improve the well being of poor rural households. But half of India's states struggle to avoid high rates and regressive patterns of administrative rationing of MGNREGS jobs to which the poor have a legal right.

13. Dutta, Murgai, Ravallion, Walle (2012), conclude on the basis of their study that the demand for work on MGNREGS tends to be higher in poorer states. This appears to reflect the scheme's built-in 'self targeting' mechanism, whereby non-poor people find work on the scheme less attractive than do poor people. However, actual participation rates in the scheme are not any higher in poorer states where it is needed the most. The reason for this paradox lies in the differences in the extent to which the employment guarantee is honored. Rationing is common, but far more so in some of the poorest states. The poor fare somewhat less well when it comes to the total number of days of work they manage to get on the scheme. While the allocation of work through the local level rationing process is not working against the poor, there are clearly many poor people who are not getting help because the employment guarantee is not in operation almost anywhere. Himachal Pradesh, Rajasthan, and Tamil Nadu could be counted as exceptions, where 80% or more of those who want work got work.

14. Narayanan (2011) concludes on the basis of her study, cash transfers describe a class of instruments through which beneficiaries are endowed with purchasing power to acquire specific goods rather than the goods themselves. There could also be overlapping categories that are best described as 'cash-assisted kind' transfers implying a transfer of cash or purchasing power, but one that restricts its use to the purchase of pre-specified commodities or services. She reviewed select empirical evidence from across the world on different kinds of transfers. There is broad agreement that the relative efficacy of cash transfers, in whatever form, is highly context dependent. In-kind transfers make sense for a large class of food and health related interventions. There also appears scope to use ' cash-assisted kind' transfers for agricultural inputs, such as fertilizers , in the form of vouchers. It would make sense to redraw the contours of our contentions by explicitly recognizing that both cash and in-kind transfers can take many, often overlapping, forms, and that it does not make sense to speak of cash transfers in simplistic terms. The middle ground, where cash transfers are seen to reinforce supply-side initiatives, offers the richest possibilities for policy in India.

15. Bakshi(2010), in her study emphasizes on the importance of household level data on income in the analysis of the nature and causes of poverty and income deprivation can not be ignored. Income surveys of household income in India revealed the presence of households with negative income due to losses made in agriculture.

Average household consumption expenditure exceeded average household incomes. It was also observed that there is no regular source of all India data collected by the National Sample Survey or similar organisation on household incomes in India, rural or urban.

16. Vamanjor(2010), on the basis of her study has concluded that a thorough understanding and clear appreciation of the problems of anti-poverty programmes as well as genuine sympathy and concern for the rural poor are prerequisites for a successful implementation of the programmes. A strictly bureaucratic neutral approach to development may not be sufficient to ensure that rural poverty is eradicated. Effective decentralisation of power is necessary and Panchayat Raj institutions are closely associated with the programme. According to the author, the benefits under various schemes have largely gone to the richer section of the society who are already above or near the line of poverty rather than the poorest of the poor.

17. Singh N.(2004), concludes on the basis of her study that State commitment to and programs for, integrated rural development are necessary, but are insufficient by themselves to attain the desired results. An essential component is to involve the entire village community in identifying its basic needs and in formulating and implementing specific development programs. Despite the existence of Panchayati Raj institutions, the actual fora for state - society interface on development related issues are minimal.

18. Sen(1988) has opined on the basis of his study that, the different problems underlying the concept of development have become clearer over the years on the basis of conceptual data as well as from insights emerging from empirical work. In so far as these problems have become clearer, something of substance has infact been achieved, and the demise of the brashness which characterized the initiation of development economics need not be seen entirely as a loss. A clearer recognition of the difficulties and problems is certainly a step in the direction of enhancing our ability to tackle them. The success of economic activities has to be judged ultimately in terms of what it does to the lives of human beings. The enhancement of living conditions must clearly be an essential -if not the essential- object of the entire economic exercise and that enhancement is an integral part of the concepts of development.

19.Bohra , in his study of financial inclusion for inclusive growth in Rajasthan, talks about how access to affordable financial services, principally credit create livelihood opportunities by employing and empowering the poor. Financial inclusion is an emerging priority strategy for officials in developing countries. Financial inclusion was described by the author as the process in which there is an availability of financial services to each citizen at an affordable price. It results in significant

improvement in the quality of life including standard of living. It is the program that helps the poor households to avail the financial services and pull out of poverty.

20. Government of Rajasthan published in 1978 , a book laying down the five year perspective and Plan of action of its Antyodaya Scheme wherein it is stated that in Antyodaya there is a qualitative change in the basic approach towards helping the poor. In the past all programmes envisaged approach by the needy person to the agencies meant for providing economic assistance, for the first time the trend has been totally reversed. For identification the government machinery travelled to the villages and so it did for drawing up economic profile and plans for his livelihood. In the next phase of helping him the government machinery the banks and other financial institutions are directly approaching him right at his doorstep.

Chapter 3

RESEARCH METHODOLOGY

Operational Definitions

POVERTY:
As per the methodology of the Suresh Tendulkar Committee, poverty was defined not in terms of annual income, but in terms of consumption or spending per individual over a certain period for a basket of essential goods. This methodology sets different poverty lines for rural and urban areas. Since 2007 India set its official threshold at Rs. 26 a day in rural areas and Rs. 32 per day in urban areas.
As per the Rangarajan Committee report that used a methodology that included assessment of adequate nourishment, clothing, house rent, conveyance, education, average requirement of calories differentiated by age and gender and the ability to save. The Rangarajan committee redefined the poverty line at Rs. 32 for rural India and Rs. 47 for urban India.

POVERT ALLEVIATION: It is a set of measures, both economic and humanitarian that are intended to permanently lift people out of poverty.

RURAL DEVELOPMENT: It is an integrated development of the rural area and people through optimum development and utilisation of local resources physical, biological and human and by bringing about necessary institutional, structural and attitudinal changes of rural public.

ANTYODAYA: It is a hindi term that means 'upliftment of the last man'. It may also be defined as upliftment of the poorest of the poor.

Area: One block will be identified from Jodhpur district of Rajasthan.

Universe: People in the age group of 60-80 years in the block who have been beneficiaries of the Antyodaya programme And people in the age group of 25-40 who have been beneficiaries of the MGNREGA.

Sample:
The sample size will be:
100 beneficiaries ie 50 beneficiaries of the Antyodaya programme and 50 beneficiaries of the MGNREGA.
20 Government Officials and Public representatives like MP, MLA and Sarpanch etc.

Sampling: The method for the study will be stratified sampling.

Aims and Objectives of the research:

1. To assess the socio-economic conditions of the beneficiaries after 40 years of the implementation of the Antyodaya Programme.
2. To compare the Antyodaya programme and MGNREGA.
3. To explore the unique approach of implementation and to assess its impact on the success of the scheme.

Research Questions:

1. Whether the beneficiaries of the Antyodaya programme were able to continue on the path of financial improvement after the initial push given by the government through various benefits provided under the programme.

2. Whether the bottom upwards approach adopted in the Antyodaya programme more successful in the field of poverty alleviation rather than the trickle down approach of most other programmes.

3. Why was the Antyodaya programme more successful in Rajasthan as compared to the 5 other states that took it up later.

4. Whether a change in the government within 3 years stop the Antyodaya programme from becoming one of the most impactful poverty alleviation programmes of the country uptill that time.

5. What was the impact of the programme on the socio-economic conditions of the rural poor.

6. What are the unique features of the Antyodaya programme that make it different from MGNREGA.

Tools and techniques to be used for data collection:

PRIMARY SOURCES

Schedule: For the purpose of collecting first hand information and facilitating comparison of data, a close ended questionnaire will be prepared. This schedule will be used for acquiring information from the respondents.

Unstructured Interview: Due to qualitative nature of the study it is assumed that beside the question included in the schedule certain supplementary questions will be needed to be asked. It is assumed that giving the respondents the freedom to talk would reveal more information. Hence an unstructured interview will also be conducted on the respondents.

SECONDARY SOURCES: These sources help by providing information that is otherwise difficult to obtain. Besides, these sources also help in supplementing the information acquired through primary sources as well as proving guidance to the investigator. Newspapers, magazines, Journals, articles and internet research may be used as secondary sources.

Limitation of the study

- As the Antyodaya programme was introduced in 1977, it may not be easy to find its beneficiaries.

CHAPTER SCHEME

Chapter 1: Introduction
Chapter 2: Review of Literature
Chapter 3: Research Methodology
Chapter 4: Socio-Economic Profile of the Respondents
Chapter 5: Comparison of the provisions of Antyodaya programme and MGNREGA
Chapter 6: Case Studies of beneficiary families
Chapter 7: Findings and Conclusion

Bibliography

Bibliography

1. Rajakumar, J.(2017); Rural Economy :An Overview; New Delhi; Oxford University Press.

2. Mohapatra, J. , Mathew, S (2017); Rural Development in India: Opportunities for Reform; New Delhi ; Oxford University Press.

3. Raghuram, G. (2017); Issues in Rural Infrastructure Development; New Delhi ; Oxford University Press.

4. Mathew, P. (2017); Rural Enterprise in India: A Review; New Delhi ; Oxford University Press.

5. Varghese, M.(2016); *Evaluation of the role of rural development programmes in poverty alleviation a sociological study*; Pt. Ravi Shankar Shukla University; retrieved from www.shodhganga.inflibnet.ac.in.

6. Kaur, K.(2016); *Causality between Public expenditure and economic growth in Rajasthan*; Central University of Rajasthan; retrieved from www.shodhganga.inflibnet.ac.in.

7. Anand, C.(2014); AN analysis of the impact of MGNREGP on rural development; University of Mysore; retrieved from www.shodhganga.inflibnet.ac.in.

8. Chilumula, L.(2014); *Rural empowerment with special reference to National Rural Employment Guarantee Scheme*; Osmania University; retrieved from www.shodhganga.inflibnet.ac.in.

9. Kabra, N.(2014); *A critical evaluation of role of Micro Finance Institutions in alleviation of poverty in South East Rajasthan*; University of Kota; retrieved from www.shodhganga.inflibnet.ac.in.

10. Kali, O.(2014); *Spatial aspect of participatory governance in Panchayati Raj Institutions in Rajasthan;* Jawaharlal Nehru University; retrieved from www.shodhganga.inflibnet.ac.in.

11. Ratnam, S. (2014); Strategies For Rural Development: Planning And Performance; New Delhi; Dominant Publishers and Distributors (P) Ltd.

12. Liu, Y., Barrett, C.(2013); Heterogenous Pro-Poor Targeting In The National Rural Employment Guarantee Scheme; Hyderabad; Orient Black Swan Pvt. Ltd.

13. Dutta, P., Murgai, R., Ravallion, M., Walle, D. (2012); Does India's Employment Guarantee Scheme Guarantee Employment? ; Hyderabad; Orient Black Swan Pvt. Ltd.

14. Narayanan, S.(2011); A Case For Reframing The Cash Transfer Debate In India; Hyderabad; Orient Black Swan Pvt. Ltd.

15.Bakshi, A.(2010); *Rural Household Incomes*; Calcutta University; retrieved from www.shodhganga.inflibnet.ac.in.

16. Vamanjor, S.(2010); *Role of poverty alleviation programmes in rural development- A study of Dakshina Kannada*; Mangalore University; retrieved from www.shodhganga.inflibnet.ac.in.

17. Singh, N.(2004); *Public Action and development performance: A study of state and society in Rajasthan*; Jawaharlal Nehru University; retrieved from www.shodhganga.inflibnet.ac.in.

18. Sen, A.(1988); The Concept of Development;Harvard University; Elsevier Science Publishers B.V.

19. Bohra, S.; *Study of financial inclusion for inclusive growth in Rajasthan*; University of Rajasthan; retrieved from www.shodhganga.inflibnet.ac.in.

20. Government of Rajasthan(1978); ANTYODAYA: A Five Year Perspective & A Plan Of Action; Jaipur; Director, Public Relation's Raj.